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Down to Earth: A Practical Guide for Mine Action and Development Interventions

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Down to earth

A practical guide for
Mine **A**ction and **D**evelopment
interventions



Lessons from work in Bosnia and Herzegovina, 2007-11

This practical guide is part of the project, “Participatory Mine Action and Development in Mine Affected Municipalities of Stolac and Berkovici”, implemented in Bosnia and Herzegovina with the financial support of the Swiss Agency for Development and Cooperation (SDC) and Handicap International (HI).

The contents of this publication are the sole responsibility of Handicap International and can in no way be taken to reflect the view of the Swiss Agency for Development and Cooperation.

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Down to earth



DOWN TO EARTH

A PRACTICAL GUIDE FOR MINE ACTION AND DEVELOPMENT INTERVENTIONS

LESSONS FROM WORK IN BOSNIA AND HERZEGOVINA, 2007-11

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Introductory Words

A Donor's Perspective

The Swiss Confederation follows the vision of a world in which, over the long term, the process of economic and social development progresses smoothly and the needs of the most vulnerable populations are adequately met. Therefore, Switzerland has consistently supported efforts at the global level aimed at improving conditions for people living in mine-affected areas.

Landmines and explosive remnants of war represent worrisome obstacles to overall development efforts and have a devastating impact on human security and the quality of life of many citizens of Bosnia and Herzegovina. Therefore, Switzerland has been supporting various initiatives in mine action in BiH during the past ten years, with a total amount of approx. 5.5 million euro.

In Bosnia and Herzegovina, as in many other countries affected by mines, a tendency towards a reduction in donor funds for demining and mine action could be observed in recent years. This provides a strong reason for integrating humanitarian mine action activities into wider processes of reconstruction and development: It is only by adopting an integral approach that effective and efficient use of limited resources can be made.

Such integral approaches are still scarce. The problem of a weak link between mine action efforts and development programmes is particularly dominant in rural areas, where the poorest and most marginalised communities are doubly discriminated due to the presence of landmines and due to the lack of development programmes in their favour. For these groups, an evaluation of their specific social and economic needs has to precede the development of mine action programmes.

The project "Participatory Mine Action and Development in Mine Affected Municipalities of Stolac and Berkovici" (PMAD project) is an initiative that Switzerland financially supported together with Handicap International. The PMAD project aimed to improve social inclusion,

development opportunities and the general quality of life of the population in the mine-affected municipalities of Stolac and Berkovici through the systematic and practical implementation of activities that link mine action and development. The PMAD project facilitated access of marginalised and vulnerable groups to resources and decision-making processes and their inclusion in their communities' social, economic and cultural life. In order to achieve this, the project ensured the involvement of municipal authorities, civil society, and mine-affected population groups in the designing, steering and implementation of mine action and social inclusion interventions in their communities.

The success of this project has demonstrated the concrete benefits of integrating mine action and development interventions. Its participatory approach has proven to be a powerful instrument to mobilize mine-affected communities and to raise the effectiveness of mine action, as it guarantees that the mine-released land is put in use in order to address the immediate needs of the population. And finally, the population of mine-affected communities has been given development alternatives and instruments in order to actively fight their poverty and social exclusion.



The lessons learnt through the implementation of the PMAD project in the municipalities of Stolac and Berkovici confirm the importance of promoting community development projects that incorporate the management of risks associated with mines and mine action objectives into a strategy of socio-economic development at the local level. The good practice of linking mine action and development, practically proven by the PMAD project, can serve as a model for replication in other regions in Bosnia and Herzegovina and southeast Europe, for the effective use of scarce development resources.

The present paper is a source of valuable information drawn from the lessons learnt during the implementation of the PMAD project. Its aim is to foster and guide effective integration of mine action and development interventions, securing sustainable development solutions, empowerment and inclusion of the most vulnerable populations in all segments of the socio-economic life of their communities. We hope that it will inspire the donor community to become actively engaged in promoting this integral approach, but also in supporting and encouraging responsible local authorities to integrate mine action and development in their development strategies and plans.

Simone Giger
Deputy Country Director
Swiss Cooperation Office in Bosnia and Herzegovina
Embassy of Switzerland

Acknowledgment

Many lessons have been learned during this four-year test bed for rethinking interventions for individuals and communities affected by mines and other Explosive Remnants of War (ERW). Sometimes there were lessons from success and sometimes there were hard but useful lessons from unexpected issues that needed to be resolved. The author wants to thank all the people who supported this pilot intervention, with a special gratitude to the project team members, the partners and the SDC cooperation office in Sarajevo for constantly searching for positive solutions to adapt innovative techniques and methods to the conditions on the ground.

This position paper was developed and produced by Michael Carrier, Deputy Programme Director for the Handicap International South East Europe Programme, and acting Technical Advisor for linking mine action and development in Bosnia and Herzegovina. Michael Carrier has been active in the field of disability and local development, with a special focus on mine action, for the last seven years; contact: mika.carrier@gmail.com

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Foreword

Without the support of the Swiss Agency for Development and Cooperation Office in Sarajevo, the concept and pilot project, Linking Mine Action and Development (LMAD), could have not been implemented.

Although seemingly logical and common sense, initiatives that attempt to Link Mine Action and Development can indeed represent, in practical terms, a multi-dimensional and often complex framework approach. Well aware from the start that we wanted to be a pioneer of such an approach, we decided that, no matter what happens during the implementation of the project, our experience, lessons learned and challenges should be shared through the document you have in your hands. The aim of LMAD is to enhance the benefit for the populations affected by landmines, or more generally all the explosive debris that remains after a conflict. This can be referred to as Explosive Remnants of War (ERW).

ERW, decades after a conflict, still affects the quality of life, the safety and development of many communities in BiH, and this will continue for a significant time. The project HI implemented has generated positive changes: men and women affected by mines in the two targeted municipalities are enjoying more choices and have more opportunities to reach their full potential.

So, what are the key results?

Solutions for mine action and development activities have been found by the communities themselves. Civil Society Organisations at local and national levels have joined government bodies to improve Methods (the identification of priorities through Mine Risk Management) and Regulations (developing a new law that will increase roles and responsibilities of national public and private stakeholders). With better Methods and Regulations, we can better address the needs of mine affected communities - people who can't wait any longer to have a normal life. Donors who traditionally fund demining will be able to see an opportunity to not only (a) identify the impact of their investment but to (b) increase the desired impact through specific and concrete cost-effective actions. Indeed, large scale development programmes should integrate, where appropriate, direct mine action operational costs to prevent nasty surprises, project failures or postponement because of "a few mines" blocking or diverting assistance to safer areas.

We hope this paper will inspire and guide those who are concerned by the difficult situation of people living in mined areas and wish to support their development and inclusion in the society until the last mine is found. Even though 3% of Bosnia and Herzegovina is contaminated by mines, the positive message we also want to send to the entire community is that there are still 97% of mine free areas. Mine Action needs to continue while you can always look at the bright side of life!



Good reading
Emmanuel Sauvage

Handicap International Programme Director
South East Europe 2007 - 2010
Sarajevo, March 31, 2011

Down to earth

How to get what you need from this document – please read this first

There is no right way or wrong way to use this guide:

You can start at the beginning and read all the way through to the end

If you have time, and you want a really thorough introduction to the topic and a full understanding of the project, this is a good option. The structure is logical and will guide you in a planned sequence.

You can read the parts that interest you and nothing more

Each section stands by itself – though you may need some core background knowledge on Mine Action, or Development, or both, for some of the more technical sections. If you are a busy practitioner in a relevant area of work, then it may be more useful – and more efficient – to find the section that interests you and just start there. The document is designed so that each section makes sense by itself and links to the remainder of the guide, but does not depend on the rest.

It may be that the case studies are the part you want to read, or the technical points of several sections. This document is designed so that the information is easy to find and as useful as possible when used like this.

You can look for specific information and answers

The main part of this document is arranged as a series of questions which are then discussed and answers given. Some further information is given to put the question in the right context and experience from field studies and experience is shared. To help you find your way through the document there are some graphics and the next page explains what each graphic means.

Down to earth



Key questions



Specific difficulties/issues faced by the project team when trying to identify the best possible answer to the key questions.



Solutions identified and tested by the project team to overcome the identified difficulties/issues and address the key questions.



Background factual information relevant to the topic being discussed (often quotes from articles)



Field story or practical example



Important messages and key points



Additional sources of information on the topic being discussed available in the PMAD CD-ROM

Introduction

The **purpose of this guide** is to provide **practical guidance** for both mine action and development practitioners that wish empower mine-affected populations to overcome poverty and participate more equally on socio-economic and political grounds in society.

This guide is intended for use by both mine action *and* development stakeholders that are interested in applying a development approach to complement the existing mine action interventions.

The problem of landmines and other Explosive Remnants of War

Mines are victim-triggered weapons¹ that injure or kill on contact. They are one specific type of Explosive Remnant of War² (ERW), a term used to describe the whole range of explosive debris left after conflict.



ERW items, and particularly mines, are indiscriminate by nature, making no distinction between enemy combatants, farmers at work, or children at play³. Since 1975, from more than

one million mine and other ERW casualties reported worldwide, at least 80 percent involved civilians⁴.

Mines and other ERW can destroy, injure, or kill decades after the end of a conflict⁵. In the 66 states and seven other areas that are still contaminated with mines and other ERW⁶, thousands of people are killed or injured annually⁷.

Mines and ERW not only represent a physical threat to people who come in contact with them, but cause even more people suffer or die from their indirect impact⁸. This is because they block access to resources, including water and arable lands; they obstruct the construction and maintenance of roads and infrastructures, they limit access to education and health services; they represent an obstacle to peace and reconciliation; they limit the revival of trade and investment, and they generate uncontrolled fears that limit the freedom of movement in entire regions or countries.



“A child who dies of diarrhoeal disease because the only clean water source in an area is mined or of malnutrition because farmers’ fields are mine-contaminated is no less a mine victim than the child struck down directly by a

landmine.”

Mine Action and Development, Earl Turcotte, Foreign Affairs Canada, in Journal of mine action, Issue 9.2, February 2006

1 MAINSTREAMING MINE ACTION INTO DEVELOPMENT, Rationale and recommendations, UNDP publication, December 2004.

2 Landmines, or simply mines, are designed to explode from the presence, proximity, or contact of a vehicle or a person. They are usually associated with the term “Explosive Remnants of War” (ERW) that consist of “Abandoned Explosive Ordnance” (AXO), weapons left behind by armed forces when they leave an area, and “Unexploded Ordnance” (UXO), military devices, including cluster bombs, that fail to detonate on impact but remain possibly volatile and can kill if touched or moved.

3 Mine Action and Development, Earl Turcotte, Foreign Affairs Canada, in Journal of mine action, Issue 9.2, February 2006

4 http://www.mineaction.org/section.asp?s=what_is_mine_action

5 http://www.mineaction.org/section.asp?s=what_is_mine_action

6 Landmine monitor report 2010, p. 10

7 Mine Action and Development, Earl Turcotte, Foreign Affairs Canada, in Journal of mine action, Issue 9.2, February 2006

8 MAINSTREAMING MINE ACTION INTO DEVELOPMENT, Rationale and recommendations, UNDP publication, December 2004.

Mine action: a success story

During the 1990s, the international community promoted five specific interventions to respond to the problem of landmines: Clearance of mine/ERW-contaminated areas, Mine Risk Education (MRE), Stockpile destruction, Assistance to mine survivors/victims, and Advocacy for a world free from the threat of landmines. Taken together, these mine-specific humanitarian activities are the core components of “mine action”⁹.

In 1997, the signature of the Anti-Personnel Mine Ban Convention (APMBC) was a landmark in mine action. Overall, mine action can be proud of a real success story. Antipersonnel mine use has significantly declined. Producers of anti-personnel mines have enormously decreased. States Parties have destroyed over 45 million stockpiled antipersonnel mines and thousands of hectares of land have been cleared for productive use¹⁰. The number of new victims has fallen significantly and more of those who have survived are receiving assistance. And an additional convention entered into force in August 2010 to reject cluster munitions, because of the same indiscriminate effects as antipersonnel landmines, largely based on the success of the earlier APMBC.

However, despite these significant positive results, current mine action assistance alone is not enough to ensure that people living in, or coming from, or passing through, contaminated areas are able to overcome the negative impact of mines and other ERW, benefit fully from opportunities for human and economic development, and participate equally in society.

Even though there is increasing recognition that mine action needs to be complemented with a development approach in order to remain a success story, questions arise on how this so-called “mine action and development” intervention can be translated into reality at field level. Indeed there are some doubts as to whether LMAD can actually be achieved in practice.

A pilot mine action and development project in Bosnia and Herzegovina

This practical guide reflects the experience of a four-year pilot project, funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by Handicap International (HI) in Bosnia and Herzegovina, to explore and test innovative solutions for improving mine action-development relationships¹¹.

⁹ A Study of Socio-Economic Approaches to Mine Action, GICHD, 2001, p.18.

¹⁰ Landmine monitor report, 2010.

¹¹ This position paper is part of a CD-ROM containing: A film presenting the challenges faced by mines-ERW affected population and lessons learnt from Bosnia and Herzegovina; A toolbox outlining good practices to increase sustainable livelihoods of individuals and communities affected by mines and other ERW, and proposing guidelines of intervention in strategic areas (monitoring and evaluation, mine risk management, inclusive local development, social inclusion, and advocacy) to facilitate further replication; A summary of project information including main project documents, specific case studies, dissemination materials, and evaluation reports; A description of the specific context of Bosnia and Herzegovina and opportunities for positive changes.

Name of the Project

Participatory Mine Action and Development in Mine Affected Municipalities of Stolac and Berkovici, Bosnia and Herzegovina.

Project Objective

Mine affected populations' choices and opportunities to overcome poverty and claim their rights to participate equally in society are significantly improved.

Expected outcomes

- 1. The mine affected population in the municipalities of Berkovići and Stolac is provided with better opportunities and access to resources necessary to participate in social, economic and cultural life.*
- 2. The negative development impact of landmines is reduced.*
- 3. Mechanisms to assist governmental bodies and civil society, in adopting social inclusion based decision making for mine action, are shared among key stakeholders.*

Pillars

Monitoring & Evaluation, Mine Risk Management, Inclusive local development, Social Inclusion, and Advocacy.

Duration

Inception phase: 01/08/2007 – 30/06/2008.

Implementation phase: 01/07/2008 – 30/06/2011.

Funding

Swiss Agency for Development and Cooperation (85%) and Handicap International (15%).

Inception phase: 627,695 Euros

Implementation phase: 2,186,493 Euros

Implementing Agency

Handicap International.

Practical tools for shifting attention from mines and other ERW to people and sustainable livelihoods

The PMAD pilot project was designed as a platform of initiatives where innovative ideas would be tested, formalised and shared with all interested stakeholders. This practical guide is based on the field experience, steps taken, problems faced, methodologies attempted and lessons learned in Bosnia and Herzegovina. This guide shares the practical and specific “tools” for action in the strategic areas of monitoring & evaluation, mine risk management, inclusive local development, social inclusion, and advocacy that were conceptualised and tested during the life of this project.

No single organisation or international institution has the overall knowledge and competence to fulfil all elements of an integrated and comprehensive approach for individuals and communities affected by mines and other ERW¹. It is therefore not presented as a definitive set of steps that must be taken but as more of a guide on different and complementary types of interventions which could help others to avoid possible mistakes and provide an easier pathway to success.

It's not easy...

- In areas contaminated by mines and other ERW, there are often limited socio-economic opportunities (as a direct result of mine contamination and other post-conflict exclusion factors), which often results in a) ‘economic displacement’, and b) an

increasingly vulnerable remaining population (persons with disabilities, the elderly, etc).

- Mine action and development cooperation can be a real challenge when existing frameworks (policy, institutional...) are usually developed and implemented separately, without clear connections between them.
- And finally – as any other development intervention, an integrated approach takes time. No matter what the project schedule says, no matter how determined we are to implement according to best practice, it is slow in a world that increasingly wants a “quick fix” to solve the problem of mines and ERW.

...but complementing mine action with a development approach can provide more effective and sustainable interventions

Linking mine action and development within a single project or programme framework can be challenging; there are no quick or simple solutions. Despite this we remain convinced that, with the increasing number of mine-affected countries entering a development stage, the overall benefits of an integrated approach are so significant that they are worth the effort.

Monitoring and Evaluation



How do we measure impact? How do we ensure that the rights and needs of people affected by mines/ERW are most effectively met?

¹ The bad Honnef framework

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A technical issue: how can we shift attention from the presence of mines/ERW, to people and sustainable livelihoods, when assessing priority needs of affected individuals and communities?

Mine action assessment tools, including the Landmine Impact Survey (LIS), have provided a useful, but limited, response. Information is collected and shared but it is usually not subsequently used as a baseline and followed with regular up-dates to inform about the impact of mine action. The information gathered is mainly focused on the impact of mines and other ERW only, without considering all the other social exclusion factors.

A project management issue: how can we monitor and evaluate the impact of interventions for individuals and communities affected by mines and other ERW?

In stark contrast to the well-developed mine action technical standards that are usually known, understood and respected, development assistance and project cycle management standards are often not fully used during mine action interventions. Too often they are considered only as a way to satisfy donor requirements and not as a way to effectively manage the project.



Inclusive project cycle management

Inclusive baseline information is required, together with a related monitoring and evaluation system which will up-date it on a regular basis.

Technical response: By integrating the needs and aspirations of people affected by mines and other ERW as the starting point, a “livelihood

framework” can ensure that mine action and development stakeholders are wearing the same “glasses” when identifying priorities and evaluating their action. A livelihood approach can help answer the following key questions:

- What are livelihood strategies and priorities in areas contaminated by mines and other ERW?
- What are the differences within the mine-affected population as well as between communities with and without mines/ERW in their territory?
- What are the impacts of public services intervention for individuals and communities affected by mines and other ERW?

Project cycle management response: Respecting technical rules for ensuring the safest possible interventions is a logical priority that is recognised and enforced by authorities in mine-affected countries. In parallel, a project management system can also be developed and implemented to improve the *performance* of interventions for individuals and communities affected by mines and other ERW. Linking planning, monitoring, evaluation and lessons learned processes can enhance accountability by proposing responses to the following issues:

- What is a “good” intervention?
- Who is taking decisions, controlling, and managing knowledge?



Which qualities should a “good” intervention have? DAC Criteria for Evaluating Development Assistance

These are a set of five criteria that are very widely accepted and are used to evaluate development actions.

Relevance: *The extent to which the aid activity is suited to the priorities and policies of the target group,*

recipient and donor.

Effectiveness: A measure of the extent to which an aid activity attains its objectives.

Efficiency: An economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results.

Impact: The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

Sustainability: The extent to which the benefits of an activity are likely to continue after donor funding has been withdrawn.

The DAC Principles for the Evaluation of Development Assistance, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). More details can be found at: http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html



"We define mine-impact-free as freedom for local communities to attain sustainable livelihoods (i.e., economic, social and environmental benefits) provided through two broad sets of actions:

first, by removing fear and uncertainty about what actions can and cannot be undertaken in a specific area, and second, through support for developing alternative livelihoods."

Extracted from the article, Mine Action Development Funding in Bosnia and Herzegovina, Journal of Mine Action, issue 14.3, 2010, by Michael Carrier and Dr. John Powell.



A common and shared belief is that "military" mine action and "civilian" development profiles

represent an incompatible mix that must be avoided for the sake of the vulnerable target groups. While Mine Action operators and authorities intend to face the identified needs in a very specific and technical way, Development cooperation agencies and Civil Society Organisations tend to avoid mine-contaminated areas and instead focus their development activities elsewhere. However, **interventions in mine-affected areas cannot limit themselves to one factor only – risk of mines and other ERW – and one sector of intervention – mine action – to enhance sustainable livelihoods.**

The traditional technical mine action inputs, such as mine clearance or the provision of mine risk education sessions, are not sufficient to fully overcome the impact of all the social exclusion factors – including mines and other ERW – evident in contaminated areas. A development approach must complement existing mine action but this does *not* mean that **mine action and development practitioners** must create new types of interventions. The essential requirement is that the two sectors **need to be together at key stages only: when identifying priorities and when evaluating the human development impact of interventions.**



Additional sources of information on the topic being discussed available in the PMAD CD-ROM:

- Planning, Monitoring, Evaluation and Lessons learning

(PMEL) guidelines.

- Livelihood assessment tools.

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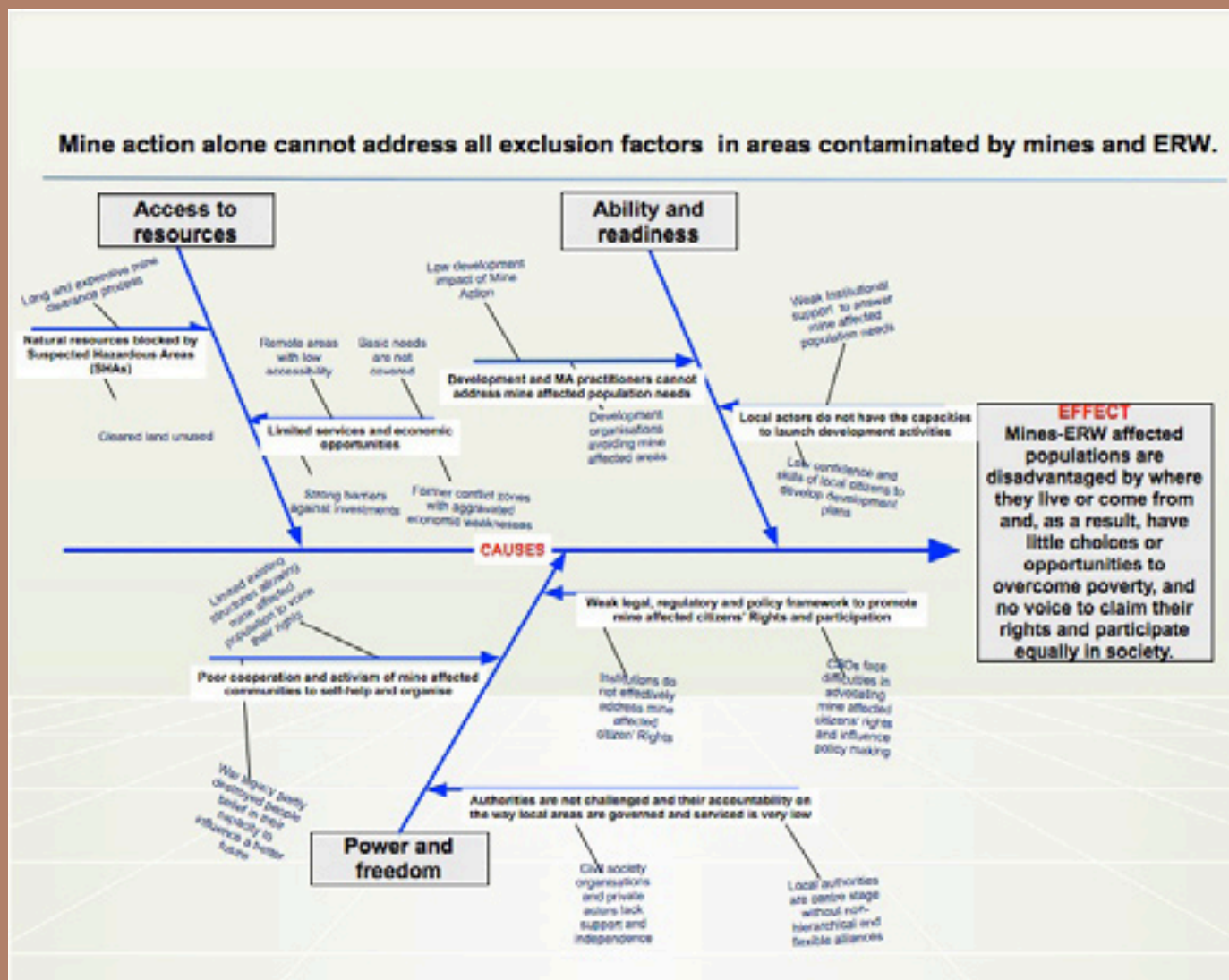


Figure 1 Fishbone developed during the implementation of the pilot project to summarise the situation in the area of intervention

Mine risk management¹



How can we decrease the risk of mine/ERW accident when people have to live near mines/ERW while waiting for clearance? Especially when people knowingly enter known hazardous areas for socio-economic reasons.



Impact issue: How can we ensure positive impact of mine risk management interventions in contaminated areas where a majority of active population has already left? What impacts will lead to a reversal of the trend for people to leave?

Technical issue: how can we identify the best possible intervention for managing risk when there are currently no assessment models that can include both mine action and development criteria in a participative way?

Institutional issue: how can we promote local mine risk management capacities when there are no local development organisations accredited for mine risk education activities?



Participatory mine risk management

It was clear that traditional mine-risk education that focuses on improving a local community's knowledge of hazardous areas was not always enough to change civilian behaviour. So, a new approach of linking MRE with development actions was

¹ This section specifically used the information developed in the mine risk management case study and mine risk management assessment guidelines that are available in the PMAD CD-ROMs for further use and replication.

used to create alternatives.

Impact and technical response: An innovative mine risk management assessment by mapping was developed and successfully implemented. Using maps, rather than questionnaires, was very successful in getting useful information about where people were approaching or entering Suspected and Hazardous areas and where local people thought the most important hazards were located.

Institutional response: After being accredited for conducting mine-risk education and carrying out a participatory assessment, two local citizen associations identified priorities for demining, mine-risk education and development. While the mine action priorities were being transferred to the national and local mine-action system and authorities, two specific development alternatives were started in parallel:

1. One organisation focused on hunters – one of the highest risk groups who have also been unwilling to change their activities in response to traditional MRE. The organisation started managing a specific hunting zone in a safe area, marking safe paths that any type of visitor could use (not just hunters) and promoting the area to local inhabitants, as well as foreigners, in order to enhance the area's tourism.
2. Another organisation focused on traditional herb and medicinal plant collectors by opening new market opportunities and promoting safe areas where herbs could be collected.

In both cases the focus was on providing economic alternatives as well as awareness of risk.



More than 15 years after the conflict, the majority of new mine-ERW victims in Bosnia and Herzegovina are adults knowingly entering into known hazardous areas

for economic reasons². Without development alternatives, they face bitter choices between neglecting their families and risking their lives to meet their basic needs. Traditional mine-risk education that focuses on improving a local community's knowledge of hazardous areas may not be enough to change civilian behaviour.

Extracted from the article, Mine Action Development Funding in Bosnia and Herzegovina, Journal of Mine Action, issue 14.3, 2010, by Michael Carrier and Dr. John Powell.



Field story: A local hunter organisation reducing risk in areas contaminated by mines and other ERW.

We will look for alternatives until all mines are cleared

The Municipality of Berkovici, located at the edge of South-East Republika Srpska, is one of the youngest municipalities in Bosnia and Herzegovina. [...] The high percentage of the unemployed that reaches 80% of the total population, as well as many minefields, force the inhabitants of this area to leave their homes and move to developed places searching for employment. However, we the members of the only hunting association "Prepelica" in Berkovici, have opted for a different, more innovative approach to solve the problem of mine contamination, and the influence of the contamination on the development of hunting tourism. [...]

Our project "The Development of Hunting Tourism in the Mine-affected Area of Berkovici Municipality" foresees marking and demining of mine fields, as well as raising awareness of the population. In the component of development of hunting tourism, the following was planned: arranging the hunting grounds through the construction of hunting facilities, cutting and marking hunting tracks, increasing the number of wild game, securing accommodation capacities,

training of hunting guides, as well as promotion of hunting tourism in general.

This project has been developed based on the information of the mapping project where the population stated that they put their lives at stake for economic reason, even though they are aware of risk. Following this information, we realised that the mine risk reduction can be reached through decrement of economic pressure, promotion of safety and behavioural changes. [...]

We are convinced that by arranging and marking the hunting tracks, installing large and small promotional and guiding signs, and installing the prescribed mountaineering signs, we will direct the focus of hunters towards safer areas, and at the same time, gain economical benefit.

We are well aware of the fact that the whole territory of BiH cannot be cleared in a short period of time. However, there are alternative solutions, such as our project, which will surely affect the reduction of risk behaviour not only of the members of the hunting association "Prepelica", but also of the other vulnerable groups, and the whole population, and will enhance the development of hunting tourism, thereby also the development of our municipality. [...]

Written by a member of Prepelica, Dragan Okuka, in PMAD newsletter, August 2010.



Mine Risk Management

Risk is the result of combining a **threat** (mines and other ERW) with **behaviour**

which brings people close to the mines and other ERW. The risk is reduced if we remove some or all of the mines and other ERW, or if we stay away from them, but this may not always be possible.

We can define Mine Risk Management as the affected community managing this forced co-existence to make the risk as low as possible.

² Gasser, Russell (Dr.) and Music, Almedina. "Evaluation of the UNICEF Mine Risk Education Programme in Bosnia Herzegovina 2007." Geneva International Centre for Humanitarian Demining. October 2007. p. 11. <http://bit.ly/98tPDL>. Accessed 6 October 2010.

In order to prioritize the limited resources and ensure that the most important issues are dealt with first, Mine Risk Management aims to:

- Design **behaviour change** programmes (mine risk education, social inclusion alternatives, marking suspected areas³) to make progress towards safer day-to-day activities of communities at-risk.
- Identify **threat reduction** activities (demining, fencing; where it will have most impact) to address priority human development needs.

Extracted from Mine Risk Management assessment by mapping guidelines



Additional sources of information on the topic being discussed available in the PMAD CD-ROM:

- Mine Risk Management assessment by mapping guidelines.
- Mine Risk Management case study.



³ Marking and fencing of Suspected Hazardous Areas can be considered both in terms of behaviour change and in terms of threat reduction. In practice, this study included marking as *behaviour change* since it relies on people identifying a mine warning sign and then knowing and implementing safe behaviour. Fencing is included with *threat reduction* as it provides a physical barrier to entering an SHA. In practice, other programmes might prefer other approaches, depending on the way that fencing, marking, MRE and clearance are organised in a particular country. In BiH fencing is closely linked to demining and marking to MRE, in Mine Risk Management assessment guidelines.

Inclusive local development¹



How can we lay the foundation for sustainable and inclusive development in areas contaminated by mines and other ERW?



A social capital issue: how to involve local inhabitants from communities with mines and other ERW, who do not usually take part in civil society organisations?

Civil society organizations can be limited or non-existent, and funding non-existent.

A political issue: how can we promote good governance processes in a post-conflict environment?

The local authorities in the area of intervention may not represent all the citizens and political discrimination may be very strong in a post-conflict environment.

A scope issue: should we only focus on mine impacted communities (those with mines in their territory)?

Impacted communities represent the most relevant target group for a mine action and development intervention but focusing exclusively on them may:

1. Increase tensions between the communities receiving support and the others;
2. Leave out communities that may not have mines or other ERW in their territory but may still be significantly affected by them. (e.g. a community that does not have access to water, schools or healthcare because of mines or ERW located in a neighbouring area).



A local partnership group

As communities with mines and other ERW are often located in rural areas², lessons learned from the experience of the rural development sector have been used to set-up “local partnership groups” (LPG) that enhance local ownership and good-governance processes in areas contaminated by mines and other ERW.

A ‘partnership’ group co-ordinates work/tasks, proposes priority actions, co-operates with different sectors of the local authorities, develops partnerships, utilises existing capacities and develops new capacities. Some partnerships become organizations capable of growing and leading the development of the targeted area, and acting for well being of all the inhabitants³ in overcoming the negative impact of mines and other ERW.

Social capital response: A household survey was conducted in both municipalities of the pilot project to provide more detailed information about the socio-economic conditions, and to identify the needs of communities. The survey was directly followed with “small scale, high visibility” demonstration projects such as the dissemination of seeds to small scale farmers, and the restoration of a park by school children and adults. These two processes (survey and demonstration projects) can be used as a tool to start developing local capacity, raise awareness about the development of the LPG, and start to build links between different parts of the community.

Political response: The support of the local authorities was obtained very early in the process, and maintained through having ongoing contact and especially by the local authority having

¹ This section specifically used the information developed in a case study and local partnership group guidelines that are available in the PMAD CD-ROMs for further use and replication..

² 85% of them in Bosnia and Herzegovina according to the landmine impact survey.

³ Guidelines for building sustainable Local Partnership Groups (LPGs) in mine affected areas of Bosnia and Herzegovina, written by John Powell and Ranko Biberdzic.

a representative in the LPG. This enabled key people in the municipality (for example, Civil Protection, local schools, existing associations) to become involved as well as providing a location for meetings.

Integrating Mine Action into Development response: the concept of a mine impacted community – with mines in their territory – was widened to encompass mine ‘affected’ communities, a notion that makes sense in areas deprived of access to large areas of land and resources nearby, and with consequent damage to the economic base and social lives of people.



What is a ‘local partnership group’?

The “LEADER” programme is acknowledged as being a highly successful bottom-up process of rural

development in the European Union. The programme works by identifying cohesive rural areas and establishing local action groups (LAGs) formed by a partnership of local authorities, civil society organizations, and the private sector. The LAGs identify a strategy and undertake development using a mix of public and private sector funding. The process has been so successful that it has been expanded to cover all rural areas of Europe. The main elements of the process are:

- Identified and cohesive boundaries
- Partnership of public sector, private sector and civil society
- Engagement with local communities
- Local level identification of development priorities
- Support for economic, social and environmental projects

Extracted from Guidelines for building sustainable Local Partnership Groups (LPGs) in mine affected areas of Bosnia and Herzegovina, written by John Powell and Ranko Biberdzic.



Bosnia and Herzegovina case study:
Example a “vision” of a Local Partnership Group in areas contaminated by mines and other ERW

The Local Partnership Group has been formed to co-ordinate the activities of, and facilitate co-operation between, various community organisations and local authorities.

The Group aims to support partnership working across the whole municipality, and to ensure both the optimal use of existing knowledge and skills – and the development of new capacity within the group and the community as a whole.

The Group, through its work, will prepare and implement development projects and projects of social inclusion. It will engage in activities which connect mine action and development, in order to support and assist the development of communities in the municipality.

Socio-economic development of the municipality entails progress in the area of basic socio-economic security of the population. It is our intention to make advances in the area of socio-economic development, which requires the establishment of social and economic stability, elimination of divisions and polarisations, and rallying around the common primary goal of improving the quality of life of all citizens. This requires, in addition to the progressive reduction of all forms of discrimination, advances in the following areas:

- *Development of tourism and the economy, and improvement of the standard of living*
- *Basic security*
- *Healthcare and Education*
- *Culture and Sports*
- *Access to information*
- *Reduction of the impact of mines and other ERW on the lives of the population*
- *An increase in citizen awareness of communal needs*

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The process of creating a Local Partnership Group¹



A. Understanding your context: Clear goals are essential to support all the future work; and adequate time must be allocated for the task of identifying and agreeing the goals. Therefore, the

first steps in developing local partnership groups are:

- Understand your own objectives – what are you trying to achieve
- Clearly identify the resources available (time, finances, personnel)
- Understand the local situation in which you will operate

B. Getting to know your stakeholders:

Establishing new partnerships requires a significant amount of groundwork to identify both the organizations and individuals that might potentially join the partnership, and also to understand what drives people to take action, and where their interests lie.

C. First steps - Pulling a group together:

Potential partners for a local group need to have a clear perception of the role that a 'local partnership group' might play in the community, and some understanding of how such a group might benefit both their interests and the needs of local people. Such perceptions need to be realistic and feasible within the available time frame and resources.

D. Formalising the group: At some point early in the process, perhaps after two of three meetings/ months, the group must be formalized, and the initial membership agreed. At this point dates for meetings should be determined to take place at regular intervals, and ideally in the same location. The extension of membership should

be open through regularly agreed procedures.

E. Building capacity: To ensure the sustainability of the LPG, some capacity building will be required. Specific activities that have been identified as suitable for capacity building include: development of a strategy and action plan; the formal registration process; participatory roles in tendering processes; cross-municipal/cross-entity projects; local development projects linked with mine action issues, study visits; fundraising or other trainings on identified topics.

F. Identifying and taking action: A set of actions must be developed under each priority objective that has been identified in the LPG strategy. These indicate that the LPG has thought through how to achieve each of its priority objectives.

G. Making the group sustainable: Right from the start of the process, an exit strategy for the external facilitator is defined and shared with all LPG participants.



Additional sources of information on the topic being discussed available in the PMAD CD-ROM:

- Local partnership group **guidelines**
- Local partnership group **case study**

Social inclusion²



How can we give all community members and local civil society organisations the opportunity to positively impact lives of individuals and communities affected by mines and ERW?

¹ Extracted from, Guidelines for building sustainable Local Partnership Groups (LPGs) in mine affected areas of Bosnia and Herzegovina, written by John Powell and Ranko Biberdzic.

² This section specifically used the information developed in a case study and call for proposal guidelines that are available in the PMAD CD-ROMs for further use and replication.



A social capital issue: how to involve local inhabitants from communities directly affected by mines and other ERW, who may not usually be part of any civil society organisations?

When applying the usual (and logical) criteria that an applicant must be part of a registered organisation before receiving any possible funding, there is a risk that inhabitants from rural mine-contaminated areas are not able to apply. Any available grants would be allocated for “urban” civil society organisations, and the recipients might not have a clear connection with mines and other ERW related issues.

A funding issue: how can we address development-funding criteria for post-conflict zones that are still in a rehabilitation phase?

As areas contaminated by mines and other ERW might still be in a rehabilitation phase while the rest of the country is facing development needs, authorities and development cooperation agencies may not be willing to fund “basic support”, such as conflict resolution or basic rehabilitation of roads and infrastructure, which were already addressed in other areas.

A scope issue: how can we cover all the priority topics for individuals and communities affected by mines and other ERW?

There is no existing “mine action and development social inclusion model.” Exclusion factors challenging individuals and communities affected by mines and other ERW can be very diverse and are usually not addressed in a comprehensive way.



Call for proposals

In parallel with specific pilot projects identified by either the project team or the partners, a call for proposals was

implemented in the pilot project. The answers to the issues identified above were as follows:

Social capital response: Together with the usual type of grants open to organisations, “small grants” were available for individuals and were limited to the purchase of goods or services only (roads, water supplies, reconstruction of local facilities). The purpose was to show local inhabitants that they could benefit from the local initiatives while making them aware that they could get even more benefits by being part of an organisation and applying for more important grants.

Funding response: There may be a gap between the perception of a donor familiar with working in “development” and the perceived needs of the local people who are also affected by mines. Good communications and patience will be needed at times to bring the two sides together. People need time to adjust to new ideas. The limited cost and scope of the small grants allows them to be used to build understanding and confidence, essential ingredients for community development.

Scope response: Following a detailed assessment of the local context, the following general topics were identified as a relevant social inclusion framework for a call for proposal in areas contaminated by mines and other ERW.

- Mine Risk Management: The proposed local initiatives should decrease the risk environment (type and nature of the threat, blockages resulting in economic hardship, etc.) and influence the behaviour of local people in favour of safer daily activities in mine-ERW contaminated areas. An example of a specific objective is: Reduce the risk of people entering suspected hazardous areas through the provision of sustainable alternatives (e.g. propose alternative solutions for movement/travel, access to water, land, road, communication, public buildings, etc).

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- Social services: The proposed local initiatives should facilitate any type of service which is intended to improve the living standards of the population and help attain a greater level of independence and self determination, especially for individuals and families among groups in vulnerable situation³. An example of this specific objective: Improve access to remote areas; (facilitate easier access to schools and other public institutions, market...etc).
 - Income and employment: The proposed local initiatives should stimulate market systems and market actors to work more equitably for disadvantaged groups⁴. An example of this specific objective: Enhance employment, job creation and sustainable increase of production through training opportunities or incentives for new businesses.
- Whenever possible, (a) synergies between these topics, (b) the crosscutting issues of gender, disability, and youth, and (c) the direct involvement of local inhabitants of communities with mines and other ERW, were encouraged.



³ Rural Development: Principles and Practice, Malcolm Moseley.

⁴ Rural Development: Principles and Practice, Malcolm Moseley.



Field story from Bosnia and Herzegovina: the dream about the water

In 2001 apart from the area (of the community of Hodovo, Stolac) being devastated, massive numbers of people were returning and rebuilding their homes. Prof Marijanovic [...] met with the communities of 5 villages. He encouraged them to form an NGO called the Hodovo water citizens association "UKV HODOVO" [...].

NGOs were financing de-mining tasks around people's homes and basic infrastructure. Around 1,500 people returned to their homes, but how were they supposed to survive? They received donations for homes and stock, but what next? They started going into areas of risk, accessing small natural water springs for their gardens and stock. They started buying countless numbers of expensive water from cisterns for their homes but they couldn't grow any further.

The professor began with testing soil anywhere that there could be a chance for water. His "UKV HODOVO" team began with writing proposals for funds from various national and international donors and they started drilling. [...]

During the period from 2001 and 2009 the professor and "UKV HODOVO" were finding money, drilling and laying pipes throughout the villages of Hodovo, Trijebanj, Rotimlja, Ljuca and Kozice. They did this with over 700,000 KM that they managed to obtain from all sorts of donors, but there was still a lot to be done. The villages needed to be connected to the main source.

Unfortunately Prof Pero Marijanovic passed away on the 23.04.2010, not living long enough to see the whole dream about the water come true. "UKV HODOVO" approached Handicap International with a proposal in September 2010 with a graphic presentation of the massive amount of work done and what was left to be done. Handicap International approved the project because it was obvious that it will improve the life

of people living in mine affected areas. The project is currently being undertaken. The final link of the water system was going to be completed!

As of March 2011, the 1500 citizens of these villages will be keeping their stock, watering their land, fruits and vegetables, enjoy using pure water in their homes for the first time. They will develop by selling their products and not be in danger by going into areas of risk. Life for them will be different. The people are sorry that their dear professor did not live to see his and their dream come true, but are sure he is looking down on them and smiling

Written by Zdenka Pandžo, Municipal Implementation Project Manager, Handicap International



Bosnia and Herzegovina case study: Call for proposal relevance

Interviewees were asked whether the areas covered in Call For Proposals 1 and Call For Proposals 2 were relevant to the needs of the citizens and local communities. 25 out of 26 people confirmed that all three main areas of support were relevant to the communities' needs.

Katarina Vuckovic, PMAD Call for Proposal evaluation report



The importance of a twin track approach

Addressing the special needs of the mine and ERW affected population (eg. clearance), and treating mines and other ERW problem as a cross-cutting issue at the same time⁵, creates a "twin-track" framework of intervention. This can be a very useful tool for structuring mine action and development interventions, and can

5 <http://www.making-prsp-inclusive.org/en/6-disability/63-disability-and-development/632-the-twin-track-approach.html>

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be translated into two categories of services⁶:

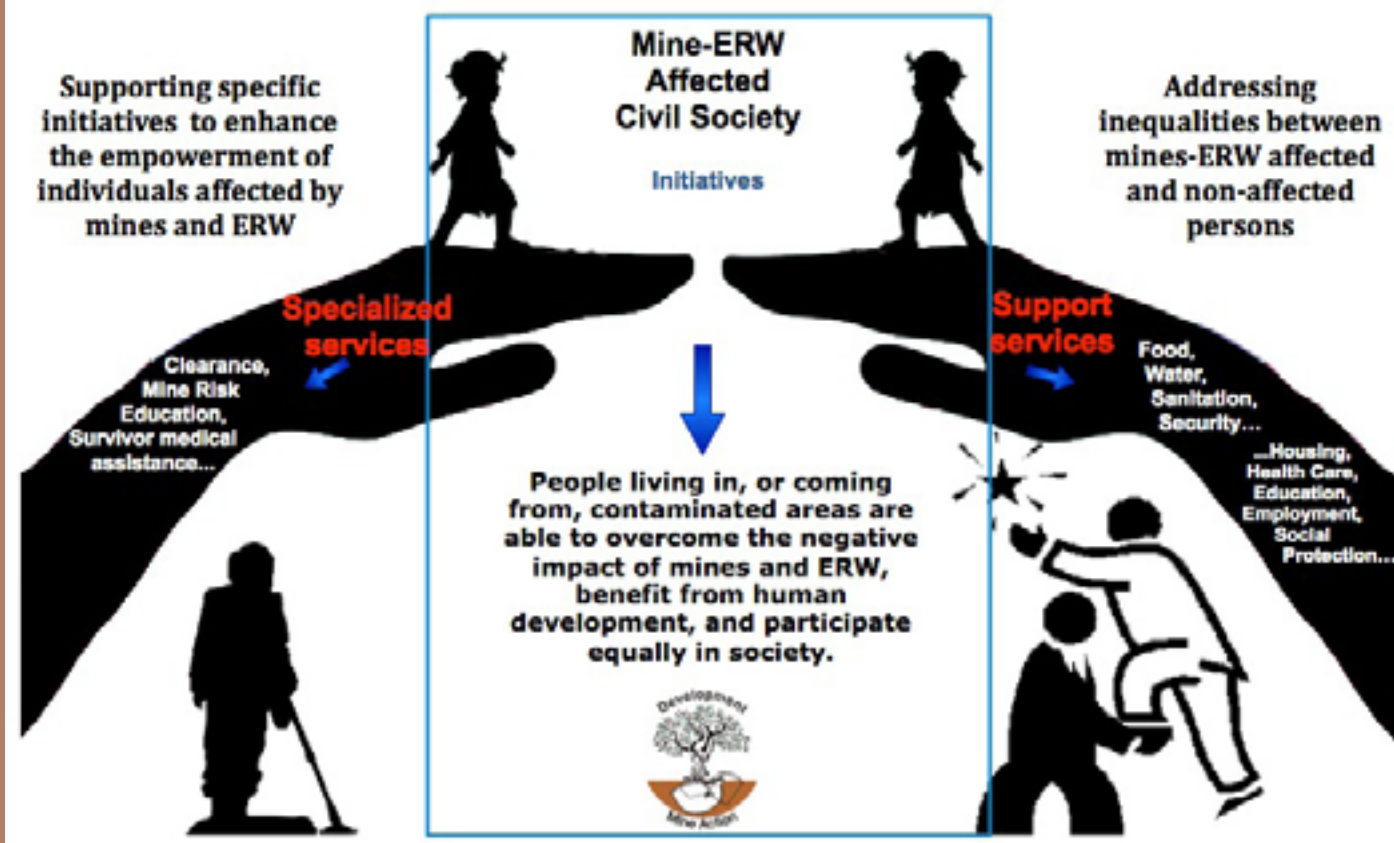
- **Support services:** Addressing inequalities between mines-ERW affected and non-affected persons in all strategic areas, from basic services (Food, Water, Sanitation, Security) to ordinary public services (Housing, Health Care, Education, Employment, Social Protection).
- **Specialized services:** Supporting specific initiatives (e.g. mine action pillars) to enhance the empowerment of individuals and communities affected by mines and other ERW.



Additional sources of information on the topic being discussed available in the PMAD CD-ROM:

- Call for proposal **case study** from the PMAD CD-ROM
- Call for proposals **guidelines** from the PMAD CD-ROM

“Twin-track” approach to help provide an enabling environment for individuals and communities affected by mines and ERW



Adapted from, Department for International Development (2000): Disability, Poverty and Development. DFID Issues. London, February 2000. Figure 3: A twin-track approach to disability and development, p. 11

⁶ Department for International Development (2000): Disability, Poverty and Development. DFID Issues. London, February 2000,

Advocacy



How can we improve mine-affected populations' choices and opportunities to claim their rights and participate equally in society?



A human capital issue: how can we mobilize citizens affected by mines and other ERW?

Citizens affected by mines and other ERW have often little power to mobilize themselves and influence the active processes that take place and shape their communities. As the legacy of conflict directly impacts people's capacities and self-esteem, the level of cooperation and activism to participate in self-help and to organise can be very low among individuals and communities affected by mines and other ERW.

A mine action issue: how can we mobilize the mine action sector on this issue?

Mine action organisations do not usually include an indirect advocacy component to enhance local governance and long-term vision for individuals and communities affected by mines and other ERW. International mine action *advocacy* groups are generally more focused on implementing the AP mine ban convention than defending the rights of mine affected population who are not direct "mine victims" in policy and decision-making.

A scope issue: how can we defend the rights of such a diverse group of people?

Advocating the rights of individuals and communities affected by mines and other ERW can be a real challenge as it is such a diverse and un-structured population.



A national coalition for defending the rights and needs of individuals and communities affected by mines/ERW

Using lessons from the advocacy sector, a national coalition, "Linking Mine Action and Development", was created in Bosnia and Herzegovina in June 2010 by five organizations: Handicap International, Norwegian Peoples' Aid, Mozaik Foundation BiH, Survivor Corps, STOP Mines, and the Centre for Management, Development and Planning – MDP Initiatives.

Coming from different sectors (mine action, local development, democracy and advocacy, Human Rights and Youth/Gender orientation), these Non-Governmental Organisations are planning to use their diversity of profiles, knowledge and experience to facilitate permanent changes for a better inclusion of individuals and communities affected by mines and other ERW in Bosnia and Herzegovina.

Scope response: A clear advocacy target group must be defined. One possibility is to enlarge the notion of "mine victim" to include all individuals who, due to the threat of mines and other ERW, could not or cannot pursue their normal activities. Another, and complementary one, would be to consider mines and other ERW as a geographical discrimination and focus on all individuals living in, or coming from, or passing through contaminated areas.

Mine action response: A strong local advocacy coalition must be developed. It should not be focused on the implementation of the AP mine ban convention only, but also promote at local, national and international levels, options for policy changes, mechanisms and guidelines in order to improve the inclusion of Mine affected populations into local development strategies and decision making process⁷.

⁷ PMAD newsletter, May 2010, Emmanuel Sauvage.

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Human capital response: The “linking mine action and development” coalition intends to:

- Reinforce existing links between mine-affected communities, higher-level administration bodies and funding agencies.
- Support institutions in improving existing legal frameworks and capacities for better interventions for individuals and communities affected by mines and other ERW.
- Facilitate the systematic integration of development priorities of individuals and communities affected by mines and other ERW into strategic planning at all levels (local, cantonal, entity, state).
- Act as a watchdog and promote more responsive, transparent, participatory and development-oriented actions addressing the social inclusion of individuals and communities affected by mines and other ERW.

could be developed or improved to ensure adequate, relevant and quality service delivery to mine-affected communities? How can a new legal framework better address poverty in mine-affected areas and increase Mine Action Impact?

The Bosnia and Herzegovina Mine Action Centre - BHMAC, without the support of the Government and Donors, cannot answer the questions alone.

The recently established Linking Mine Action and Development Coalition has grouped a number of specialists in legal, mine action and development sectors willing to contribute together with the public and private sector in further developing the concept of linking mine action and development by optimising technical and financial resources whilst creating socio-economic opportunities for mine-affected populations.

Linking Mine Action and Development is a logical approach,
Author: Emmanuel Sauvage, Regional Programme Director,
PMAD newsletter, December 2010.



Bosnia and Herzegovina Case study: Supporting local authorities in addressing the mine and ERW problem

Not enough attention is being paid to support the responsible authorities for the implementation of the AP mine ban convention at the local level.

They have been identified by the Mine Action Strategy as the potential source of funding for the successful implementation of mine action strategic planning by 2019. They are the focal points of the decentralisation process that will contribute to the European Union integration.

How could these structures efficiently and cost-effectively address the mine and ERW problem? What mechanisms, at local and national levels,

Given that the link between mine action and development was enshrined in the Nairobi Plan of Action, how do we make these connections between mine action authorities and other government ministries work, and ensure that mine action is recognized as a cross-cutting issue in development planning?

Second Dialogue Linking Mine Action with Development 5-6-December, 2005 Geneva, p. 3



The process of creating an advocacy coalition

A group of interested organisations meets to answer the following

key questions:

- Who is this initiative aimed at?
- What is the coalition trying to achieve?
- What will be the final outcome of these actions?

Investigation/research is conducted to thoroughly assess the problem. An advocacy goal is agreed and the target audience identified; the target includes key decision-makers and those who can influence them.

A clear and convincing message is articulated to describe why the problem must be addressed and how it could be solved if all key stakeholders act together.

Communication channels are identified and agreed. Possible alliances with national and international stakeholders are discussed.

A coalition is formally registered and the roles of members clearly defined, including conditions for new membership. A Secretariat can play a key role in supporting the coordination of the coalition. In order to ensure long-term sustainability, the Secretariat can also have a fundraising role and be in charge of tracking open calls and tenders that could support the action of the coalition.

An action plan is drafted (who, what, when, where) and necessary means identified.

The action can start with a first “low cost/high visibility” intervention to increase the visibility of the coalition and to bring the coalition’s members together.



Additional sources of information on the topic being discussed available in the PMAD CD-ROM:

- The national coalition project documents.

Conclusions

People living in, or coming from, or passing through, mine/ERW contaminated areas must be able to overcome poverty and participate more equally on socio-economic and political grounds in society.

The goals and aspirations of achieving a *positive longer-term impact* on the lives and livelihoods of mine/ERW-affected communities can not be achieved without complementing existing mine action assistance with a development approach.

Traditional technical mine-action activities, such as mine clearance and the provision of mine risk education sessions, are not sufficient to overcome the causes and effects of social exclusion that can be evident in contaminated areas. The approach to mine action must accurately reflect a country's evolution from a post-conflict context (where immediate humanitarian needs are prioritised), to the social, economic and political empowerment of mine-affected communities that is required in longer-term development contexts. The active involvement (direct development interventions or support to mine action programmes) of development stakeholders is key.

During this 4-year pilot project in Bosnia and Herzegovina, many lessons have been learned that can be applied in other mine-affected countries. Specific approaches, techniques and tools have been identified that mine action and development practitioners can use, within their fields of expertise, to answer the following questions:

- Monitoring and Evaluation: How do we measure impact? How do we ensure that the rights and needs of people affected by mines/ERW are most effectively met?
- Mine risk management: How can we decrease the risk of mine/ERW accident when people have to live near mines/ERW while waiting for clearance? Especially when people knowingly enter known hazardous areas for socio-economic reasons.

- Inclusive local development: How can we lay the foundation for sustainable and inclusive development in areas contaminated by mines and other ERW?
- Social inclusion: How can we give all community members and local civil society organisations the opportunity to positively impact the lives of individuals and communities affected by mines and ERW?
- Advocacy: How can we improve mine-affected populations' choices and opportunities to claim their rights and participate equally in society?

It is our hope that the proposed information and tools will be used, and further complemented with more experience from other countries, for the best possible inclusion of individuals and communities affected by mines and other ERW in society.



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